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ABSTRACT

Present administrative structures at various Canadian universities are described, and administrative functions for universities in the 1980s are suggested. Attention is directed to the following topics: presidential leadership, university management, and institutional survival; conflicts inherent in organizational theory and organizational structure; Canadian university vice-presidential structures; vice-presidential structural shifts, 1976-81; the dynamics of change at the vice-presidential level; the provost in the Canadian context; administrative organization of universities; and the revolution in communications technology. All Canadian universities are ranked in terms of operating-income data for 1979-80. The number of positions for vice-president for each of the 27 largest Canadian universities are also indicated for 1976-1981. It is concluded that the vice-presidential team should be designed to handle the variety of proliferating conditions during the 1980s. The dynamics of structural change were interpreted through a framework of an evolution-revolution cycle. It is suggested that senior administrators should attempt to turn novelty into confirmation and to maintain a balance between leadership and management. Appended materials include a bibliography, data on chief officers' salaries for 1980-81 in U.S. universities, and data on administrative directors' salaries for 1980-81 in U.S. universities, and ranking of 20 issues currently confronting U.S. colleges and universities as identified by their presidents. (SW)

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ORGANIZATIONAL ASPECTS OF UNIVERSITY MANAGEMENT IN THE 1980s

George S. Tracz
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Report of a CAUBO Special Project
on the Examination of Alternative
University Organizational Structures

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I would also like to thank the CAUBO Community for taking time away from pressing demands of budgetary processes and personnel affairs to respond to my request(s) for information without which this project could have never been completed.

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Projects dealing with organizational structures seem to generate diagrammatic nightmares and endless series of Tables! I am very grateful to Margaret Brennan and Kate Daller for keeping cool and cheerful under the avalanche of data, and for skillful typing of the manuscript under intolerable deadline impositions.

I am also grateful to the Institute for approving research time to undertake this externally funded project.

Finally, neither CAUBO nor OISE is to be associated with various opinions put forth in this document. Those views, and any errors that might emerge, are solely the product of the variety of paradigms encapsulated in the author's mind.

George Tracz
Toronto
May, 1981

FOREWORD

George Suart, in his presidential remarks at the 38th annual meeting of CAUBO, referred to the current challenges of increasing complexity and rapid change. A corollary to his comments is a need to accommodate the constantly changing organizational and reporting relationships which result from factors such as an influx of new specialists and different priorities. Dr. George Tracz, in this special project which has been commissioned by our Board of Directors, provides some invaluable information on how to face these realities in the 1980s.

ORGANIZATIONAL ASPECTS OF UNIVERSITY MANAGEMENT IN THE 1980s

George S. Tracz*

INTRODUCTION

Nearly every book that deals with management of organizations in general, and educational institutions in particular, devotes a "token" chapter to the issue of organizational structure. A minority of authors attempt to tackle the issue of "structure" with greater depth of analysis and completeness, but, as a rule, the average reader is left with unsatisfactorily answered questions. More than anything, the bottom-line statement put forth by the authors seems to be that

> . . . structuring the organization is a necessary evil . . .
>
> or
>
> . . . let's get it done, and get going with more important things. . .

As an academic, a researcher, and an observer of university senior executives and administrators, I feel that the topic of university administrative organizational structures for the '80s deserves a better and more complete treatment.

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In this presentation to you, the members and guests of the Canadian Association of University Business Officers, it is my purpose at this Annual Conference to share with you an interim set of findings on organizational management for the '80s.

OBJECTIVES

The objectives of this special project are:

1. to compile and describe present administrative structures at various Canadian universities; and
2. to suggest "necessary" administrative functions for universities in the 1980s.

PRESIDENTIAL LEADERSHIP, UNIVERSITY MANAGEMENT, AND INSTITUTIONAL SURVIVAL

Lewis Mayhew (1980), a long-time observer of higher education, emphasizes in a recent submission Surviving the Eighties: Strategies and Procedures for Solving Fiscal and Enrollment Problems two major sets of activities required for private universities' survival. The first portion combines a cluster of clever exhortations that university administrators have heard for the past couple of decades and that are based upon the traditional axioms of classical management theory,

> . . . as a general rule, considerable attention should be given to placing administrative positions according to function, rather than because of individual personality or personal relations . . . (Dill, 1981)

Nevertheless, Mayhew's focus on management needs in academic organizations (although he is critical of the attempted transfer of business and military techniques) must be a starting point again in the administrative redesign of universities in the 1980s. His list consists of the following procedures:

. a well-articulated administrative structure

. presidential leadership

. simple management information systems

. institutional planning and effective budgeting, and

. cost control.

A more interesting group in Mayhew's book, according to Dill (1981), is the second portion, which deals with those distinctive

processes that are necessary for institutional survival:

. upgrading recruitment and admission procedures

. maintaining enrollment, and

. increasing faculty performance

Cyert, president of Carnegie-Mellon University, also stresses the point that the greatest problem of university management in the '80s will be that of maintaining excellence, and states (Argyris and Cyert, 1980)

> . . . The problem at the most general level is to keep the attention-focus of faculty on personal and institutional excellence when all the forces are pulling the faculty members' attention to matters associated with merely survival. The question is, 'What can be done by the president and his administration?'. . .

However, in Cyert's view, for the president to be effective in the '80s requires the recognition of the existence of significant differences between management and leadership (although both qualities will be necessary). President Cyert defines management as the art of allocating (scarce) resources within the organization in a manner designed to reach the goals of the organization. Leadership is the art of stimulating the human resources within the organization to concentrate on total organizational goals rather than on individual or subgroup goals. Thus, he says, leaders mobilize the human resources of the organization; managers, the non-human. And the leadership demanded from presidents will be educational leadership. "Even," Cyert emphasizes, "fund-raising activities may have to take a back seat to the necessity of having the president function as an intellectual leader." I endorse the views of both Cyert and Mayhew. In addition, I want to note that the fund-raising activities in the '80s will be of central importance

to universities, although not necessarily central to the president himself. Because of this, I feel that large universities (the largest dozen or so in Canada) should seriously consider encapsulating fund-raising activities into a vice-presidential portfolio. I shall return to this point later.

It might be interesting at this point to draw your attention to the results of a survey carried out in the United States. In Table 1 are summarized the critical issues currently (1980) confronting colleges and universities as identified by the presidents of those institutions (Duea and Bishop, 1980). I will include another table that provides the presidents' ranked concerns on issues a decade from now.

In summary, the complexity and multitude of issues facing senior university academic and administrative officers will force--inevitably--the president to initiate an assessment of his institution's administrative structure. In the following section, I propose to provide an overview of these structures in the Canadian context.

TABLE 1

Critical Issues Currently Confronting U.S. Colleges and Universities as Identified by Presidents of Those Institutions

Issues	Public and Private Institutions (n=527)		
	Rank	Response Percent*	Score**
Inflation and financial concerns	1	64.3	810
Enrollment declines/recruitment and retention	2	59.6	694
Program development and improvements	3	35.1	305
Endowment and fund raising	4	25.8	280
Changing mission and purpose	5	18.0	176
Program maintenance/reorganization in response to inflation and enrollment	6	14.2	162
Other miscellaneous issues#	7	9.9	90
Facility development and improvements	8	8.9	75
Governmental/legal regulations and interference	9	8.5	72
Maintaining unique, independent thrusts (liberal arts, religion, etc.)	10	6.1	68
Faculty recruitment/retention	11	7.0	66
Faculty and student morale	12	7.4	63
Faculty development	13	7.8	62
Public relations	14	6.6	62
Governing board relations	15	6.8	61
Faculty militancy and unionism	16	6.1	58
Faculty salary parity	17	4.9	43
Staff reduction and tenure considerations	18	2.7	27
Energy concerns	19.5	2.1	15
Interinstitutional competition and rivalry	19.5	2.1	15

* Percentage of respondents in each category who identified each issue among the top three confronting their institutions.

** Scores were accumulated on the basis of 3 points for each top-ranking response, 2 points for each second ranking response, and 1 point for each third ranking response.

Issues that did not conform to other categories; among the more frequent ones were athletics and Title IX (6), improved management (6), and temporarily increasing enrollment (3).

SOURCE: Duea and Bishop, 1980, p.38.

ORGANIZATION THEORY SPLIT BY PARADIGM SHIFTS

The design and analysis of organizational structures represent activities that form a sub-set of organization theory, and it is necessary to comment briefly about the state-of-the-art of the latter. The reality of organization theory in the 1980s is that it itself is beginning to reassess its frame of reference and its network of assumptions that seemingly have been taken for granted. Hodgkinson (1978) speaks of the ". . . failure of organizational and administrative theory . . .;" Greenfield (1979) writes on ". . . organization theory as ideology. . . ." In a recent article in the Administrative Science Quarterly, Gareth Morgan (1980) presents the elements of a radical humanist critique which suggests that the discipline of organization theory has been imprisoned by its metaphors. If we allow ourselves to "open up" our views of organization, we then are able to entertain a variety of paradigms--

- functionalist paradigm
- interpretive paradigm
- radical humanist paradigm
- radical structuralist paradigm

which--in their own way--have much to offer. Indeed in this period of the "paradigm shift," the developing theoretical pluralism is reflected in a set of changes impacting on a turf closer to our own activities--

> . . . It used to be Theory X bosses.
> It used to be Theory Y managers.
> Then it was beyond Theory Y
> And now it is Theory Z corporations . . .

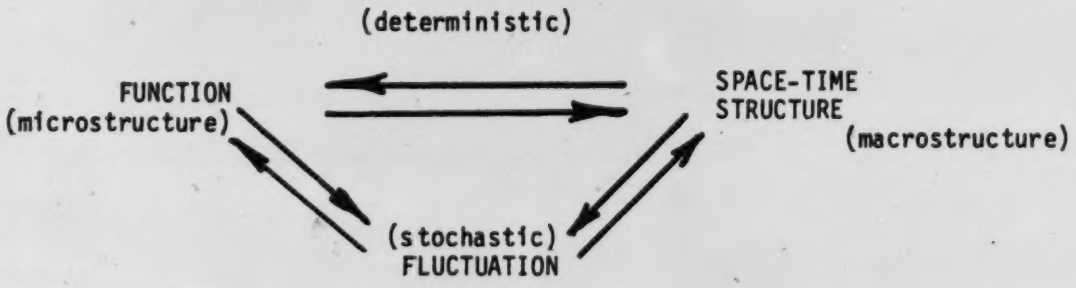
William Ouchi's book (1980) describes how American business can meet the Japanese challenge with Theory Z, a concept of corporate collective decision-making. (I would not be surprised if you could buy a paperback version at the airport on your way home.) At the same time that organization theorists are struggling with paradigms that refuse to stay still, other researchers are beginning to cast doubt on a long-time accepted notion in management circles put forth by Chandler (1962) that "structure" follows "strategy." For example, a recent study by Kelly (1980) disputes this notion, and, based on the results of a survey of newly appointed CEOs, he postulates a new management theory

> . . . Attention to organizational structure should precede formulation of strategy, which will in turn lead to additional changes in structure and in management personnel...

I personally feel more comfortable with Kelly's statement than with Chandler's. For example, in the study of Canadian University Presidents I participated in (Muzzin and Tracz, 1981), newly appointed presidents seem to give a high priority first to structure, and regard "organization" as a very valuable weapon. Because the problems facing presidents in this decade will be more complex and severe than ever before, the critical issue to resolve first will be, in my estimation, the question of organizational structure--the structure of responsibilities (formal and informal). By changing the infrastructure to gain a "handle on the situation," presidents will be in a better position to exhibit leadership and to ensure survival of our cherished institutions. Appropriate strategies will then follow structural changes.

If, by now, you are still skeptical about the high priority I am affording structural redesign, may I note that one of the most exciting areas in systems research (chemical, biological, or social systems) has to do with "dissipative structures." Dissipative structures form a bridge between "function" and "structure"; it is a collective term for entities that exchange materials and energy with their environment. The person who contributed most to this field is Ilya Prigogine, a Nobel Prize winner in 1977 for his explanation of how some energy events dissipate themselves into a state of increasing order, paradoxically reversing entropy while attaining a non-reversible gain in complexity.

Prigogine (1980) has also outlined his views in a popular-version paperback title From Being to Becoming: Time and Complexity in the Physical Sciences. The evolution of a dissipative structure according to Prigogine is a self-organization sequence following this scheme:



Every element of this schematic drawing is interacting with the other two. Application of the contributions made by Prigogine and by Thom (1975) to social systems in general and universities in particular is not clear-cut at the moment and remains a research question for

future social scientists, although a new notion about complex organizations is suggested.[1]

In closing my comments about the present conflicts inherent in organizational theory and organization structure, I would like to recommend for your summer leisure reading the January-February 1981 issue of the Harvard Business Review and McGill University Professor Mintzberg's views on "Organization Design: Fashion or Fit?"

[1]See References section (p.55) for Birnbaum's application of Thom's catastrophe theory.

OVERVIEW OF CANADIAN UNIVERSITY VICE-PRESIDENTIAL STRUCTURES

In the presentation of data that follows, it is my intention to strike a delicate balance between trivial generalization and meaningless specificity. For that purpose, I have adopted a frame of reference that will allow some consistent and orderly basis for noting similarities and differences in the variety of university administrative structures. All the universities are ranked--from the lowest to the highest--in terms of operating-income data as provided by the 1979/80 CAUBO financial statistics. Thus "operating income" represents a simple approximation to institutional complexity. Possibly, in the near future, a multi-valued function based on some combination of full/part-time undergraduate/graduate students, full/part-time faculty, total income, research, capital income, and so on, may be developed to represent a more accurate index of complexity.

For the time being, and the objectives of this report, there is much merit in the simple and direct approach employed here. In addition, universities with less than an operating income of 10 million dollars and/or fewer than 100 faculty were excluded. The numbering system matches that of the system used in the CAUBO financial data (that is, limited to a total population of 77 universities), and subsequently 27 were excluded because of the "at least 10M$/100 faculty" requirement. Table 2 depicts the Canadian universities' ranking starting with the number 28. The next step consisted of identifying the vice-presidential structure (that is, when the title VICE-PRESIDENT OF . . . was actually used) of each and every university. In order to make

TABLE 2

RANKING CANADIAN UNIVERSITIES (BY OPERATING INCOME)

Rank	University	Income[1]	Rank	University	Income
28	Brandon	7.8	51	New Brunswick	40.8
29	Mount Allison	8.9	52	Ryerson	41.9
30	Prince Edward Is.	9.0	53	Victoria	42.3
31	Q. à Ste. Foy	9.1	54	Windsor	43.4
32	St. Francis Xavier	10.3	55	Carleton	50.0
33	St. Mary's	11.3	56	Sherbrooke	54.0
34	Q. à Rimouski	11.4	67	Dalhousie	55.7
35	Trent	11.4	58	Simon Fraser	56.2
36	Lethbridge	11.6	59	UQAM	58.7
37	Winnipeg	12.0			
38	Acadia	12.2	60	Guelph	61.0
39	C.E.U.	12.7	61	Memorial	63.0
40	OISE	15.4	62	Queen's	65.0
41	H.E.C.	15.6	63	McMaster	66.0
42	Brock	16.1	64	Waterloo	72.0
43	Laurentian	16.3	65	Concordia	73.0
44	Lakehead	17.1			
45	Q. à Chicoutimi	19.0	66	Saskatchewan	75.6
46	Wilfrid Laurier	19.2	67	Ottawa	77.2
47	Ecole Polytechnique	21.5	68	York	77.7
48	Moncton	21.5	69	Calgary	81.1
49	Regina	28.3	70	Manitoba	88.2
50	Q. à Trois Rivières	29.5	71	Western	94.9
			72	McGill	120.2
			73	Laval	137.0
			74	Alberta	141.8
			75	UBC	151.9
			76	Univ. de Montréal	152.9
			77	Toronto	213.9

Source: CAUBO/STATCAN Financial Statistics 1979/80.

[1]In millions of dollars

TABLE 3

THE SMALL UNIVERSITIES

Rank	University	No. of Vice-Presidents	Position Titles	
28	Brandon	0		
29	Mount Allison	Reorganizing		
30	Prince Edward Island	0		
31	Q. à Ste. Foy			
32	St. Francis Xavier	2	Executive V-P;	V-P (Administration)
33	St. Mary's	1	V-P (Academic)	
34	Q. à Rimouski			
35	Trent	2	V-P;	Executive V-P
36	Lethbridge	3	V-P (Academic) V-P (Planning & Research)	V-P (Finance)
37	Winnipeg	1	V-P (Academic & Student Services)	
38	Acadia	2	V-P (Academic)	V-P (Administration)
39	C.E.U.			
40	OISE			
41	H.E.C.			
42	Brock	2	V-P;	V-P (Administration)
43	Laurentian	1	V-P (Academic)	
44	Lakehead	2	V-P (Finance)	V-P (Administration)
45	Q. à Chicoutimi			
46	Wilfrid Laurier	2	V-P (Academic)	V-P (Administration and Finance)
47	Ecole Polytechnique			
48	Moncton	2	V-P (Academic and Research)	V-P (Administration)
49	Regina	1	V-P	
50	Q. à Trois Rivières			

the information meaningful and relevant, the following simplifying assumption was introduced. First, it was noted that for university ranked #50, Q. à Trois Rivières, the operating income was around 30M$, whereas for #51, New Brunswick, the operating income jumped to nearly 41M$. Secondly, for all universities ranked from #28 to #50 inclusive, the vice-presidential structure was traditional and simple--either one V-P (Academic) or the customary combination of V-P (Academic) and V-P (Administration) as shown in Table 3 . Thirdly, when the AUCC Directory of Canadian Universities (Gloria Royce, 1980) was consulted, along with the sample of organizational charts collected, it was discovered that, for all intents and purposes, there was not one single intermediary officer between the V-P level and the Directors' level--that is, not one Assistant or Associate V-P, or a Group Director. For those reasons, and for the fact that at that level of size the structures tend to be straightforward, this set of universities was omitted for further specific structural analysis. However, many of the observations and comments that follow are, of course, just as applicable to this set of institutions as they are to the larger ones. Consequently, the group of universities (totalling 27) directly relevant in this analysis is displayed in Table 4 , categorized by operating income and province.

TABLE 4

UNIVERSITIES BY PROVINCE AND BY OPERATING-INCOME

Income in Millions of Dollars) (1979/80)	British Columbia	Alberta	Saskat-chewan	Manitoba	Ontario	Québec	New Brunswick	P.E.I.	Nova Scotia	New-foundland	Total
40.0	Victoria Simon Fraser				Ryerson Windsor Carleton	Sherbrooke UQAM	New Brunswick		Dalhousie		9
60.0					Guelph Queen's McMaster Waterloo	Concordia				Memorial	6
			Saskat.		Ottawa York						
80.0		Calgary		Manitoba							6
100.0					Western						
120.0						McGill					6
140.0		Alberta				Laval					
	UBC					Univ. de Montréal					
160.0					Toronto						27

VICE-PRESIDENTIAL STRUCTURAL SHIFTS: 1976/1981

Before meaningful comments can be made regarding the organizational administrative structures in various universities, it may be possible to overlook critical changes made by design or by chance in the vice-presidential configurations. I agree with the possibility of drawing misleading conclusions in view of the fact that many individuals are indeed performing senior administrative functions and are reporting directly to the President (for example, the Provost at the University of Guelph). However, the reluctance of the University community to see such individuals titled Vice-Presidents may strongly reflect the particular culture of that university, or the realized strategy, in the words of Mintzberg (1981), of a particular president to keep his senior cabinet in a preferred format.

More importantly, some universities may adhere to a forced and outdated paradigm that the concept of the university will be destroyed should the President be assisted by Vice-Presidents other than the V-P for academic matters or the V-P for administrative affairs. Alternatively, a small select group of vice-presidents could represent the conscious decision of a president to keep it that way because the typical president may have an unreal fear or a real inability to delegate.

Out of curiosity, I looked up the recent configurations of American universities comparable in size to our group and have organized a random sample of examples in Table 5. On the local scene, the Fanshawe CAAT in London, Ontario, has a structure which includes five

TABLE 5

AMERICAN TYPICAL VICE-PRESIDENT CONFIGURATIONS

University	No. of V-Ps	Titles
Rensselaer	3	Academic Affairs and Provost; Finance and Administration; External Affairs
Indiana State University	4	Academic Affairs; Business Affairs; Student Affairs; Development and Public Affairs
Duke University	5	V-P and Provost; Business and Finance; Health Affairs; Government Relations and University Counsel; Student Affairs
Kent State	5	Executive V-P and Provost; Administration; Educational and Student Services; Finance and Treasurer; Public Affairs and Development
Arizona	6	Executive V-P; Student Relations; Research; Health Sciences; Planning and Budgeting; Administrative Services
U. of Minnesota	6	Academic Affairs; Student Affairs; Finance; Administration and Planning; Health Sciences; Institutional Relations
U. of Houston	7	Academic Affairs; V-P and Dean of Faculties; Financial and Management Services; University Development; V-P and Dean of Students; Public Affairs; Facilities Planning and Operations
George Washington University	7	Academic Affairs; Development; V-P and Treasurer; Medical Affairs; Administration and Research; Policy Studies and Special Projects; Student Affairs
U. of Chicago	8	Academic Affairs; Business and Finance; Public Affairs; V-P and Dean of Students; Community Affairs; V-P and Comptroller; Academic Resources and Institutional Planning; Medical Affairs
U. of Southern California	9	Executive V-P; Academic V-P; Legal Affairs; University Affairs; Business Affairs; Student Affairs; Health Affairs; Finance; Government Affairs

vice-presidents. I shall return to this point later in the paper.[1]

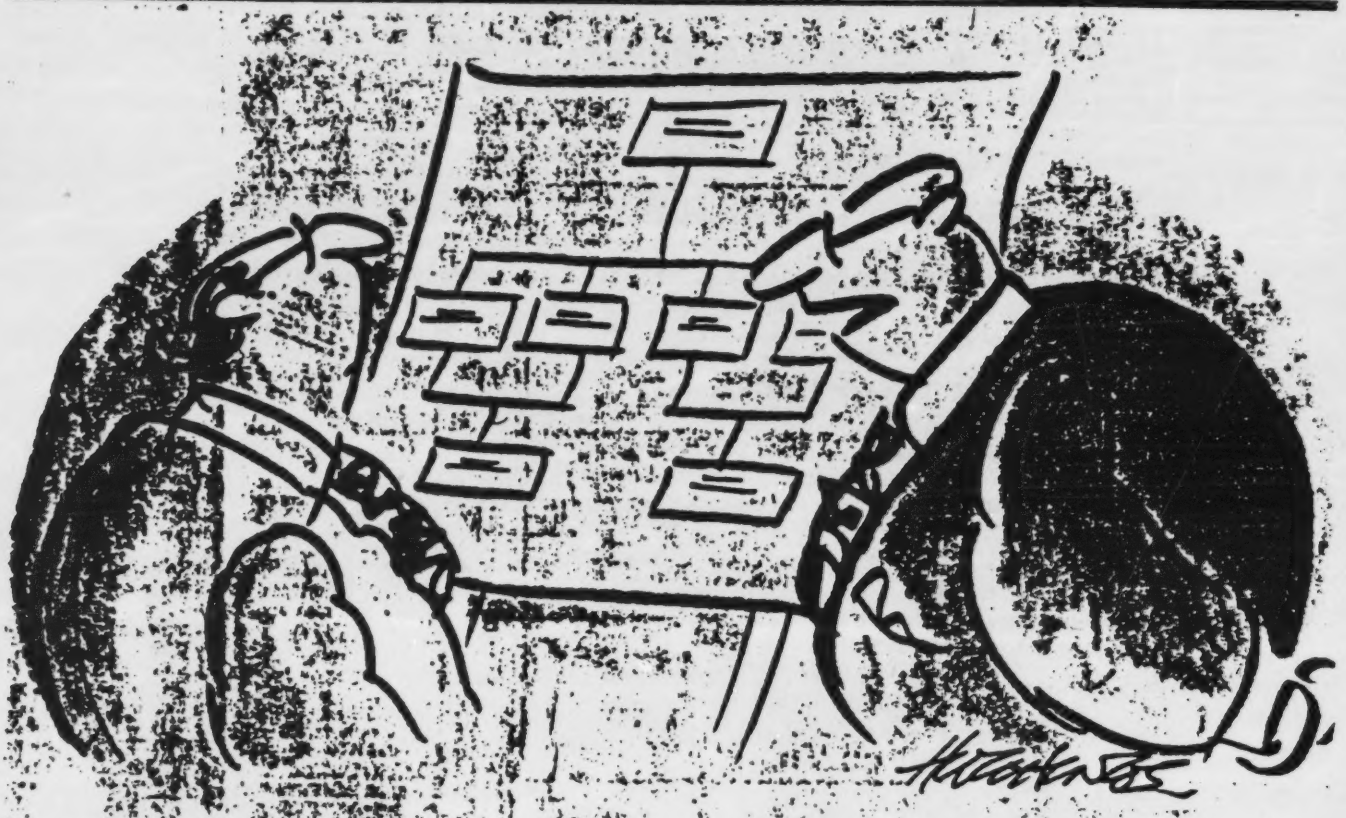
Table 6 shows the number of positions for Vice-President at each of the 27 universities under study for the years 1976, 1979, and 1981; errors are mine and I welcome any corrections you wish to suggest. It also shows that for the 27 largest Canadian universities, totalling a combined operating-income of about 2.3 billions of dollars for the year 1979/80, or a combined total income of about 3.2 billions of dollars the same year, there are a total of 85 vice-presidents. And the total number has gone down by 3 over the past five years.

[1] I should add that it is not just the administrative configurations that are larger in U.S. universities - so are the salaries of their officers: See Appendices A and B.

TABLE 6

VICE-PRESIDENTS IN 1976 AND 1981

Rank	University	No. of V-Ps 1976	1979	No. of V-Ps 1981	Net Change 1976/81
51	New Brunswick	3	3	3	-
52	Ryerson	2	2	2	-
53	Victoria	1	2	3	+2
54	Windsor	3	3	2	(-1)
55	Carleton	2	2	2	-
56	Sherbrooke	3	3	3	-
57	Dalhousie	5	3	2	(-3)
58	Simon Fraser	3	2	2	(-1)
59	UQAM	4	4	4	-
	Sub-Total	26	24	23	(-3)
60	Guelph	2	2	2	-
61	Memorial	5	5	4	-1
62	Queen's	5	4	3	-2
63	McMaster	2	2	3	+1
64	Waterloo	2	2	2	-
65	Concordia	2	3	3	+1
	Sub-Total	18	18	17	(-1)
66	Saskatchewan	3	3	3	-
67	Ottawa	2	2	2	-
68	York	3	4	4	+1
69	Calgary	3	3	4	+1
70	Manitoba	4	2	2	-2
71	Western	3	3	3	-
	Sub-Total	18	17	18	0
72	McGill	6	6	5	-1
73	Laval	4	4	4	-
74	Alberta	3	3	4	+1
75	UBC	4	4	3	-1
76	Univ. de Montréal	6	6	5	-1
77	Toronto	5	4	5	-
	Sub-Total	28	27	26	-2
	GRAND TOTAL	90	86	84	(-6)



Well, I'll be a son of a gun, you're absolutely right Larry, you don't seem to appear in the latest scheme of things.'

THE DYNAMICS OF CHANGE AT THE VICE-PRESIDENTIAL LEVEL

The data presented in Table 6, "Vice-Presidents in 1976 and 1981," has been re-arranged and divided into two sections--V-P positions terminated over 1976/81 and V-P positions created over the same period; Tables 7 and 8 show these changes. Several interesting observations can be made. In the case of V-P positions that were terminated, the majority of positions that were reduced reflected the fact that the incumbent retired--as was his position--in a manner akin to retiring the sweater number of the professional star athlete. The most dramatic case of reduction is the one that occurred at Dalhousie--from 5 V-Ps down to 2; although the politics of change that took place there may be interesting, it is very likely a case study would not be useful toward the fulfilment of our objectives.

My personal observation is that I am concerned--at least for half of the universities involved --that no attempt has been made to keep the same number of vice-presidents, albeit re-arranging as necessary the new functional responsibilities and assignments.

During the period 1976/1981, for the 27 largest universities considered, a variety of new V-P positions were created; they are identified in Table 8. Within the past year, Alberta and Calgary have introduced the post of V-P (Research), while McMaster has designated the Dean of Health Sciences, Dr. Mustard, to serve as V-P (Health Sciences), following the installation of Dr. Lee as the new president.

Ian Macdonald, president of York University, recently commented that at his university justification could be easily made to have up to

TABLE 7

V-P POSITIONS TERMINATED OVER THE PERIOD 1976/1981

Rank	University	V-P Position	Cause/Factor
51	New Brunswick		
52	Ryerson		
53	Victoria		
54	Windsor	V-P (Planning)	Retirement
55	Carleton		
56	Sherbrooke		
57	Dalhousie	3 positions	
58	Simon Fraser	V-P (University Services)	Retirement
59	UQAM		
60	Guelph		
61	Memorial	V-P (Professional Schools)	Resignation
62	Queen's	V-P (Development & Information); V-P (Academic)	Retirement; External Appointment
63	McMaster		
64	Waterloo		
65	Concordia		
66	Saskatchewan		
67	Ottawa		
68	York		
69	Calgary		
70	Manitoba	V-P (Health and Science Assignments)	Resignation
71	Western	V-P (Planning and Research)	Resignation
72	McGill	V-P (Administration)	Retirement
73	Laval		
74	Alberta		
75	UBC	V-P (Faculty and Student Affairs)	External Appointment
76	Univ. de Montréal		V-R (Special Projects)
77	Toronto	V-P (External Affairs) V-P (Internal Affairs)	Retirement External Appointment

TABLE 8

V-P POSITIONS CREATED OVER THE PERIOD 1976/1981

Rank	University	V-P Position	Cause/Factor
51	New Brunswick		
52	Ryerson		
53	Victoria	V-P (Finance); V-P (Administration)	from Bursar; from Dean of Administration
54	Windsor		
55	Carleton		
56	Sherbrooke		
57	Dalhousie		
58	Simon Fraser		
59	UQAM		
60	Guelph		
61	Memorial		
62	Queen's		
63	McMaster*	V-P (Health Sciences)	
64	Waterloo		
65	Concordia	V-R[1] (Academic)	Twin Campuses
66	Saskatchewan		
67	Ottawa		
68	York*	V-P (Academic Affairs)	
69	Calgary*	V-P (Research)	
70	Manitoba		
71	Western		
72	McGill		
73	Laval		
74	Alberta*	V-P (Research)	
75	UBC		
76	Univ. de Montréal	V-R (Special Projects)	
77	Toronto*	V-P(Inst. Relations) V-P(Personnel & Student Affairs)	V-P(Campus & Community Affairs)Position split

*Position created in 1980.
[1]Vice-Rector

seven vice-presidents. However, it was felt that financial constraints severely limit this type of vice-presidential inflation. Putting aside the actual number of V-Ps, I do not think that it immediately follows that by increasing the number of V-Ps, a subsequent increase in total costs will follow. It is understood that there would follow a decrease in the number of middle executives. It is more appropriate to look at the following argument.

The tenor of a recent report by Linda Moffat, Room at the Bottom, lamenting upon the lack of faculty openings in the Ontario system may well apply to senior administrators--No Room at the Top! However, the size of senior management is a design question and not a financial question. Moreover, the University should provide some room at the top for senior people--for community visibility, for psychic status, for decreasing the presidential work-load, for facilitating a Cabinet-like system, for career motivation, for managerial and leadership growth, and so on. Even allowing for the traditional paradigm of faculty reaction (often automatic unsupported capricious resistance) to seemingly unnecessary increases in top management, one must recognize that the modern, complex university of the 1980s cannot be effectively governed by the V-P(Academic)/V-P(Administration)tandem--the Pa and Ma academic corner store. An excellent way to convince the complaining faculty member is to invite him to analyze the academic/administrative functions performed in a University, and to recommend structures for integrating them into a cohesive whole. He'll see the reality soon enough. I did too!

TOWARD A PRECISE INTERPRETATION OF V-P STRUCTURES

In this section, I propose to perform some delicate and deliberate dissecting of the V-P structures of the 27 universities being examined. The purpose is to ensure that certain V-P positions--such as V-P (Research) or V-P (Health Sciences)--do not unintentionally make a university look "large" in terms of V-Ps number. That is, if we control for those positions--which, I feel, are necessary for many universities to have--we may come to realize we are back to the Pa and Ma academic stores, even for extremely large universities.

Table 9 shows a breakdown where we "tease out" the following positions--V-P (Research) and V-P (Health Sciences)--and combine them into a single grouping designated by the symbol "+."

Thus, we now find that there are 14 universities with 2 or 2+ V-Ps, 8 with 3 or 3+ V-Ps, 3 with 4 or 4+ V-Ps, and two universities with 5 or 5+ V-Ps.

Let us now examine how some universities organize themselves with respect to V-P (Health Sciences) and V-P (Research). Table 10 lists the universities which have programmes leading to medical/dental degrees and the corresponding configurations for incorporating the chief executive officer. Out of the data presented, and allowing for political considerations and personal style of some presidents, one could justify spending some time looking at the possibility of creating a few additional V-Ps for the Health Sciences. I shall leave this matter for future consideration.

TABLE 9

V-P STRUCTURES: A PRECISE ANALYSIS

1981

Rank	University	2	2+	3	3+	4	4+	5	5+
51	New Brunswick [1]		x						
52	Ryerson	x							
53	Victoria			x					
54	Windsor	x							
55	Carleton	x							
56	Sherbrooke			x					
57	Dalhousie	x							
58	Simon Fraser	x							
59	UQAM					x			
60	Guelph	x							
61	Memorial				x				
62	Queen's		x						
63	McMaster		x						
64	Waterloo	x							
65	Concordia [1]		x						
66	Saskatchewan			x					
67	Ottawa	x							
68	York					x			
69	Calgary				x				
70	Manitoba	x							
71	Western		x						
72	McGill				x				
73	Laval					x			
74	Alberta				x				
75	UBC			x					
76	Univ. de Montréal						x		
77	Toronto							x	

Note: V-P (Health Sciences) and V-P (Research) allocated to "+" column.

[1] Twin campus.

TABLE 10

THE V-Ps: HEALTH SCIENCES

Rank	University	1980 Fiscal Year Income (Million $)	No. of Med./Dent. Faculty[1]	Chief Executive Officer for Health Sciences
56	Sherbrooke	54.0		Dean
57	Dalhousie	55.7	251	
61	Memorial	63.0	126	V-P(Health Sciences)
62	Queen's	65.0	180	V-P(Health Sciences)
63	McMaster	66.0	300	V-P(Health Sciences)
66	Saskatchewan	75.6	295	Dean
67	Ottawa	77.2	160	Dean
69	Calgary	81.1	132	Dean
70	Manitoba	88.2	291	Dean
71	Western	94.9	357	V-P(Health Sciences)
72	McGill	120.2		Dean
73	Laval	137.0	201	
74	Alberta	141.8	198	Dean
75	UBC	151.9	329	Coordinator
76	Univ. de Montréal	152.9		
77	Toronto	213.9	641	Vice-Provost
	Total: 16			Total: 4 V-Ps

[1]Source: Statistics Canada, 1980.

According to financial data provided by CAUBO--Financial Statistics, 1979/80--the following universities generate over 10 percent of their TOTAL income flow through research activities/programmes--see Table 11. Again, this data is provided for background information.

TABLE 11

THE V-Ps: RESEARCH

Rank	University	Total 1980 Fiscal Year Income (Million $)	Derived from Research		Chief Executive Officer for Research
			M$	%	
51	New Brunswick	53.8	6.8	17	Dean
56	Sherbrooke	73.8	11.0	15	Assistant V-R
60	Guelph	101.9	25.2	25	Dean
62	Queen's	99.7	12.9	13	Dean
63	McMaster	104.8	22.9	22	Assistant V-P
66	Saskatchewan	116.0	14.5	13	Dean
69	Calgary	117.2	10.2	9	V-P (Research)
70	Manitoba	128.9	23.2	18	Provost
71	Western	136.4	18.4	13.5	Dean
72	McGill	173.9	30.4	17.5	V-P (Research)
73	Laval	158.3	21.3	13.0	V-R (Research)
74	Alberta	211.9	21.1	10	V-P (Research)
75	UBC	232.8	29.8	13	Associate V-P
76	Univ. de Montréal	193.2	22.5	12	V-R (Research)
77	Toronto	301.3	48.5	16	V-P (Research & Planning & Registrar)

THE PROVOST IN THE CANADIAN CONTEXT

When the President of a university is away from the campus, his responsibilities are assumed by the V-P, Academic, who occasionally may have the added title of Provost. Thus at Western, UBC, and Toronto, the number-2 position in the hierarchy is the V-P (Academic) and Provost. In other universities, the Provost may be an individual with specific responsibilities who may be indeed "equivalent" to a V-P, or to a Dean, or to a Director. Guelph, for example, has a Provost responsible for Student Affairs who reports directly to the President; a comparable situation exists at Ryerson. Although, for all intents and purposes, this individual could, or should, be titled V-P, Student Affairs, there seems to be a tremendous reluctance/resistance to give visibility to the term "student" in Canadian V-P titles. So far, I have identified Sherbrooke, Memorial, York, and Toronto as universities which give recognition to our more important raison d'être at the university--the student--at the vice-presidential level. Table 12 illustrates the Provost position in the context of Canadian university organizational structures.

TABLE 12

THE PROVOST IN THE CONTEXT OF ORGANIZATIONAL STRUCTURES

Rank	University	Position	Reporting to:	Functional Responsibilities
60	Guelph	Provost	President	Student Affairs
65	Concordia	Provost	Vice-Rector (Academic)	Arts & Science (Div. IV)
70	Manitoba	3 Provosts	V-P (Academic)	Professional Faculties; Other Faculties; Research Administration
71	Western	V-P (Academic) and Provost; 2 Assistant Provosts	President Provost	Academic Academic
75	UBC	V-P (Academic) and Provost	President	Academic and Research Affairs
77	Toronto	V-P and Provost	President	Academic, Professional, and Health & Science Faculties

ADMINISTRATIVE ORGANIZING OF UNIVERSITIES: NO ONE WAY

If presidents of universities are consciously responding to academia's Pa and Ma academic store philosophy, the next step is to test the consistency of their thinking with respect to the academic's desire for flat hierarchies. So, if we accept that a small V-P structure is a good thing, even though universities are monstrously more complex institutions, then how do the supporting staff arrange themselves to keep the centers for learning and research operating effectively? The next four tables are a set that show progressively in greater detail the various layers of position that have been adopted by universities. As you can see, and would expect, there is no one way.

Some universities restrict the number of V-P positions, and make it up by providing for a "large" number of Associate V-Ps, or Assistant V-Ps, and so on. Others prefer to keep a flat hierarchy and to increase the number of Directors at the operating level. My intention at this time is to present the tableaus for all the large universities (Tables 13-16; I am also sure there are few errors; please let me know) and to detect some pattern of design--conscious or unconscious--that is emerging for future analysis. Not having had the opportunity for on-site visits yet, I have not been able to verify any trends. However, from the data available, it can be seen that quite a few universities have inserted a substantial layer between a narrow top and, in some cases, an unnecessarily narrow bottom. This situation could lead to an undesirable stretching of the vertical hierarchy and the ensuing poor communication flows between different levels of personnel.

TABLE 13

ASSOCIATE V-P POSITIONS

Rank	University	No. of V-Ps	Associate V-P Positions
51	New Brunswick	3	
52	Ryerson	2	
53	Victoria	3	
54	Windsor	2	
55	Carleton	2	Assoc. V-P (Planning)
56	Sherbrooke	3	
57	Dalhousie	2	
58	Simon Fraser	2	Assoc. V-P (Academic)
59	UQAM	4	Assoc. V-R (Academic)
60	Guelph	2	
61	Memorial	4	
62	Queen's	3	
63	McMaster	3	Assoc. V-P (University Services)
64	Waterloo	2	
65	Concordia	3	Assoc. V-R (Academic Planning); Assoc. V-R (Academic Research)
66	Saskatchewan	3	
67	Ottawa	2	
68	York	4	
69	Calgary	4	Assoc. V-P (Academic); Assoc. V-P (Admin.); Assoc. V-P (Finance)
70	Manitoba	2	None by title. See footnote, Table 16, p.37.
71	Western	3	
72	McGill	5	
73	Laval	4	Assoc. V-R (Res.); Assoc. V-R (Faculty & Student Relations)
74	Alberta	4	3Assoc. V-Ps(Academic)
75	UBC	3	Assoc. V-P (Academic); Assoc. V-P (Research); Assoc. V-P and Treasurer
76	Univ. de Montréal	5	
77	Toronto	5	

TABLE 14

ASSISTANT V-P POSITIONS

Rank	University	No. of V-Ps	No. of Assoc. V-Ps	Assistant V-P Positions
51	New Brunswick	3		Assistant V-P (Administration)
52	Ryerson	2		
53	Victoria	3		
54	Windsor	2		4 Assistant V-Ps
55	Carleton	2	1	Assistant V-P (Administration)
56	Sherbrooke	3		
57	Dalhousie	2		
58	Simon Fraser	2	1	
59	UQAM	4	1	3 Assistant V-Rectors
60	Guelph	2		Assistant V-P (Academic)
61	Memorial	4		Assistant V-P (Adm./Phys. Operations)
62	Queen's	3		
63	McMaster	3	1.....	Assistant V-P (Research Services)
64	Waterloo	2		Assistant V-P (Finance)
65	Concordia	3	2	7 Assistant Vice-Rectors
66	Saskatchewan	3		
67	Ottawa	2		4 Assistant Vice-Rectors
68	York	4		Assistant V-P; Assistant V-P (Computing Services)
69	Calgary	4	3	
70	Manitoba	2		Assistant V-P
71	Western	3		
72	McGill	5		
73	Laval	4	2	
74	Alberta	4	3	
75	UBC	3	3	
76	Univ. de Montréal	5		
77	Toronto	5		Assistant Vice-President and Director of Planning

TABLE 15

"ASSISTANT TO" V-P POSITIONS

Rank	University	No. of V-Ps	No. of Assoc. V-Ps	No. of Assist. V-Ps	"Assistant to" V-P
51	New Brunswick	3		1	
52	Ryerson	2			
53	Victoria	3			Adm. Asst. to V-P (Acad.); Assist. to V-P (Admin.)
54	Windsor	2		4	
55	Carleton	2	1	1	
56	Sherbrooke	3			4 Assistants to V-Recteur
57	Dalhousie	2			
58	Simon Fraser	2	1		2 Assist. to V-P (Acad.); Assist. to V-P (Admin.)
59	UQAM	4	1	3	2
60	Guelph	2		1	2 Assts. to V-P (Admin.)
61	Memorial	4		1	
62	Queen's	3			2 Executive Assistants to V-Ps
63	McMaster	3	1	2	
64	Waterloo	2			
65	Concordia	3	2	7	
66	Saskatchewan	3			Exec. Asst. to V-P (Academic)
67	Ottawa	2		4	
68	York	4		2	
69	Calgary	4	3		2 Asst. to V-P (Services)
70	Manitoba	2		1	Asst. to V-P (Acad.); Asst. to V-P (Admin.)
71	Western	3			Exec. Asst. to V-P (Adm. & Fin.)
72	McGill	5			
73	Laval	4	2		6 Assistants to V-R
74	Alberta	4	3		2 Executive Assistants to V-Ps
75	UBC	3	3		
76	Univ. de Montréal	5			5 Asst. to Vice-Rectors
77	Toronto	5		1	3 Executive Assistants to V-Ps

TABLE 16

NUMBER OF ADMINISTRATIVE DIRECTORS

Rank	University	No. of V-Ps	Provost Reports to Pres.	No.of Assoc. V-Ps	No.of Assist. V-Ps	"Assist. to" V-P	No.of Direc-tors
51	New Brunswick	3			1		8
52	Ryerson	2					12
53	Victoria	3				2	15
54	Windsor	2			4		15
55	Carleton	2		1	1		13
56	Sherbrooke	3				4	12
57	Dalhousie	2					9
58	Simon Fraser	2		1		3	24
59	UQAM	4		1	3		
60	Guelph	2	1		1	2	7
61	Memorial	4			1		10
62	Queen's	3				2	15
63	McMaster	3		1	2	0	8
64	Waterloo	2					13
65	Concordia	3		2	7		14
66	Saskatchewan	3			1		10
67	Ottawa	2			4		17
68	York	4			2		18
69	Calgary	4		3		2	7
70	Manitoba*	2			1	2	19
71	Western	3				1	17
72	McGill	5					19
73	Laval	4		2		6	9
74	Alberta	4		3		2	17
75	UBC	3		3			22
76	Univ. de Montréal	5				5	30
77	Toronto	5			1	3	20

*Note: Five of Manitoba's directors perform functions that at other universities would normally be carried out by Associate Vice-Presidents. However, for consistency, titular labels will be used throughout this report. The author acknowledges the possibility that, in such cases, the use of titles, and not functional responsibilities, may be misleading.

NECESSARY ADMINISTRATIVE FUNCTIONS IN THE 1980s

Discussions in the previous sections centered on providing an overview of various vice-presidential structures and related sub-structures as they have evolved during the past decade. Arguments were focussed on attempting to show how certain structures could have better reflected the realities of university internal activities. On the other hand, allowances were made for the fact that organizations often opt out to maintain internal stability rather than to develop a "fit" with their environment. Just as science can be viewed as a series of relatively peaceful interludes punctuated by intellectually violent revolutions in the Kuhnian sense, organizations, too, can settle for orderly evolution[1] encompassing an increasing mismatch with the environment, until a crisis of some sort--a "revolution"--forces them to face the stark realities. The "evolution-revolution" perspective was probably first developed by Greiner (1972) for businesses, applied conceptually to universities by Weathersby (1974), applied operationally to the latter by St. John and Weathersby (1980), and considered in the Canadian context by this writer (Tracz, 1978). A similar direction for research in organizational design is also being encouraged by Miller (1980).

Back in the 1960s and early 1970s, pressures on university officers to meet the demands for physical facilities often resulted in the appointment of vice-presidents for (campus) development. Speaking of the 1960s and 1970s, I am tempted to attach some simplistic yet appropriately catchy and descriptive labels to those decades past--from

---

[1] See Robin Harris, 1967.

TABLE 17

Issues that U.S. College and University Presidents Believe will Present Serious Challenges to Their Institutions in the Next Ten Years

Issues	Public and Private Institutions (n=496)		
	Rank	Response Percent*	Score**
Enrolment declines/recruitment and retention	1	27.2	361
Inflation and financial concerns	2	28.4	351
Changing mission and purpose	3	19.6	245
Governmental/legal regulations and interference	4	18.5	240
Endowment and fund raising	5	11.5	131
Facility development and improvements	6	10.1	130
Program development and improvements	7	9.5	120
Program maintenance, reorganization in response of inflation and enrollment	8	8.3	100
Faculty militancy and unionism	9	7.9	99
Other miscellaneous issues#	10	6.9	81
Maintaining unique, independent thrusts (liberal arts, religion, etc.)	11	6.3	80
Energy concerns	12	6.3	79
Faculty development	13	6.0	73
Interinstitutional competition and rivalry	14	4.8	60
Faculty recruitment/retention	15.5	4.6	59
Staff reduction and tenure considerations	15.5	4.6	59
Faculty and student morale	17	4.8	56
Public relations	18	4.4	55
Governing board relations and governance	19	3.2	39
Faculty salary parity	20	2.6	33

* Percentage of respondents in each category who identified each issue among the two that will confront their institutions in the next ten years.

** Scores were accumulated on the basis of 2 points for each top ranking response and 1 point for each second ranking response.

Issues that did not conform to other categories.

SOURCE: Duea and Bishop, 1980, p.37

the "fabulous fifties," on to the "soaring sixties," followed by the "spectacular seventies" (Leighton, 1981). Well, the 1980s will neither be the easy eighties nor the exciting eighties. Probably, I think, much more like the environmental eighties.

Meyer (1977) stresses the point that organizations which have ceased growing can no longer live off their environments--instead, they must live with their environments. Increased, immediate attention to external relations consequently becomes of primary importance, and administrative posts are devised to carry out these functions. The need to "open up" to the external environment will be one of several sources of increased administrative intensity in mature organizations such as the universities in the 1980s.

Correspondingly, the 1960/70s V-P of (campus/physical) development will evolve into the 1980s V-P of (marketing/financial) development. Table 17 depicts the issues that college and university presidents believe will present serious challenges to their institutions in the next ten years (Duea and Bishop, 1980). You might recall that a similar Table, No. 1 , represented presidents' concern for the current year.

This suggestion for setting up a V-P for Marketing echoes the very similar call made by Tron (1981) in his interpretation of developing events in Ontario, and particularly in Guelph. One possible organizational structure for accommodating the marketing structure (Lucas, 1980) is shown below:

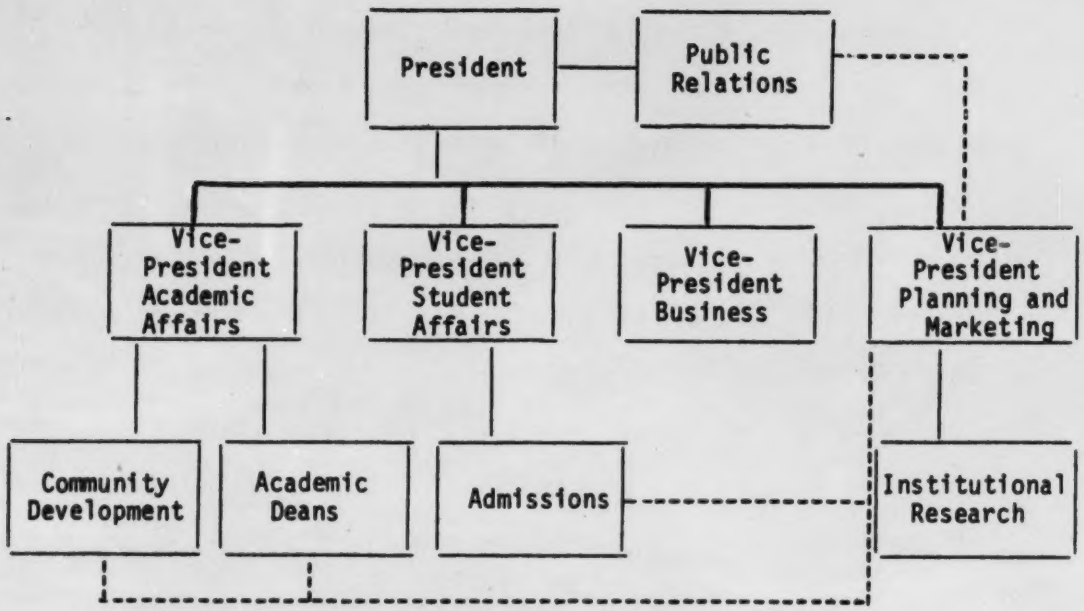


Figure 1: Organizational Structure, including Marketing (Lucas, 1980).

The Office of Institutional Research provides the market research needed to carry out the marketing function, which becomes an integral part of the university environment and the institutional planning process. However, because the word "marketing" seems to be distasteful to the faculty and the university culture (Kotler, 1975), the appearance of the position labelled V-P, Marketing, would be too radical a shift. I am sure that even a strong President could not (and probably would not) bring about the creation of this position in name. Most likely, rather than encouraging a high visibility for marketing, many universities will ensure that departments of Admissions continue an aggressive recruitment campaign for new students. The marketing function may instead go through either fund raising or institutional relations activities,as we see next.

Fund raising activities have lately assumed greater profiles at many institutions. With the data available, I constructed Table 18 which identifies fund raising reporting relationships. Although, in most cases, the individual responsible for fund raising, usually at the Director level, reports directly to the president, a couple of universities, such as York and Alberta, have modified their structure so that this individual reports directly to the V-P responsible for finance. This new arrangement should be monitored, and universities of similar size should study such a set-up.

Note that the latter configuration reflects the president's desire to re-assess the size of the formal structure of reporting relationships impacting on his Office.

Table 19 illustrates, as you can see, the wide range in the number of formal direct relationships with the president. I hope you can correct some of my entries to point out other modifications that have been made recently. Decisions made at York and Alberta may be precursors of a trend suggesting that some presidents are eager to see a reduction in the number of individuals reporting directly to them. Personally, I would like to see (besides the University Secretary, and some individuals on the Board of Governors) only the vice-presidents and the Director responsible for Information and News Services report directly to the president. This format would give rise to the concept of the Plural Executive--a permanent, formally established office composed of several individuals who, as a team, perform the functions of top management--a concept currently gaining much currency.

TABLE 18

FUND RAISING REPORTING RELATIONSHIPS

Rank	University	Title	Reporting to:	Campaign Goals: 1979 ($millions)
51	New Brunswick	Director, Development	President	1.1
52	Ryerson	Director, Private Funding	President	
53	Victoria	Director, Development	President	1.2
54	Windsor	Assistant V-P (Comm. Relations & Development)	President	2.0
55	Carleton	Director, Development	President	5.5
56	Sherbrooke	Future Appointment Possible		
57	Dalhousie	Director, Alumni & Fund	President	3.4
58	Simon Fraser	Director, Resources	President	0.1
59	UQAM			
60	Guelph	Director, Alumni Affairs & Development	President	
61	Memorial			10.0
62	Queen's	Director, Fund Raising	Principal	10.0
63	McMaster	Director, Development	President	
64	Waterloo	Director, Fund Raising	President	
65	Concordia			0.7
66	Saskatchewan	Director, Development	President	2.2
67	Ottawa	Director, Development	Rector	
68	York	Director, Development	V-P (Finance & Development)	10.0
69	Calgary	Director, Fund Development	V-P (Finance)	
70	Manitoba	Director, Private Funding	President	6.5
71	Western	Development Officer	President	
72	McGill	Director, McGill Fund Office	Principal	35.0
73	Laval	Director d'Expansion	Recteur	35.0
74	Alberta	Director, Fund Raising	V-P (Finance & Administration)	
75	UBC	Director, Fund Raising	President	2.5
76	Univ. de Montréal	Director, Fund Raising	Recteur	25.0
77	Toronto	Director, Private Funding	V-P (Institutional Relations)	25.0

TABLE 19

NUMBER OF ADMINISTRATORS REPORTING DIRECTLY TO PRESIDENT

No. of Faculty	Rank	University	No.of V-Ps	No.of Direc-tors	No.of Deans	Other Officers	Total
557	51	New Brunswick	3	2	-	1	6
608	52	Ryerson	2	-	1	-	3
447	53	Victoria	3	2	-	3	8
489	54	Windsor	2	-	-	1	3
600	55	Carleton	2	2	-	2	6
651	56	Sherbrooke	3	1	9	1	14
778	57	Dalhousie	2	2	7	5	16
441	58	Simon Fraser	2	4	-	1	7
602	59	UQAM	4	3	-	1	8
744	60	Guelph	2	2	-	1	5
786	61	Memorial	4	3	1	1	9
876	62	Queen's	3	3	9	-	15
872	63	McMaster	3	4	-	2	9
734	64	Waterloo	2	2	1	-	5
666	65	Concordia	3	1	-	1	5
1,003	66	Saskatchewan	3	2	-	1	6
894	67	Ottawa	2	1	-	-	3
939	68	York	4	2	11	7	24
980	69	Calgary	4	-	-	-	4
1,227	70	Manitoba	2	2	-	-	4
1,256	71	Western	3	2	-	1	6
1,306	72	McGill	5				
1,360	73	Laval	4	2	-	-	6
1,509	74	Alberta	4	-	-	-	4
1,954	75	UBC	3	3	12	1	19
1,645	76	Univ. de Montréal	5	3	-	-	8
2,233	77	Toronto	5	-	-	-	5

Senate, Board of Governors, and Associated Secretaries not included in count; nor are committees included.

A few years ago, George Suart (1977) emphasized,

> . . . What is needed are managers who can view retrenchment as a creative challenge and who can channel their efforts in the direction of differentiation and quality rather than expansion . . . .

And now, in today's turbulent environment, we have seen just one example of many of universities' differentiating their organizations, creating boundary-spanning units to interface with external agencies. The rate at which new directors of fund raising are being appointed is exceeded only by the current rate of inflation! I have already suggested in the above that such Directors report directly to a V-P (of Finance, presumably). I should add that, in a very large university, a newly created post of Vice-President (Institutional Relations) would better handle the new activities and responsibilities. In fact, this has already taken place, for example, at the University of Toronto, where Dr. Donald Ivey, V-P (Institutional Relations),is also responsible for fund-raising (1980). (I understand Guelph may also be contemplating the establishment of a similar office.) As a result, the president's thinking time is substantially increased and an opportunity to demonstrate leadership with respect to the quality issue is provided.

Having labelled this decade as the "environmental eighties," I should provide another example of its manifestation already. A couple of months ago, Columbia University embarked on a new effort to improve its community and government relations by creating a top-level administrative office of Vice-President for Government Relations and Community Affairs. Columbia has staffed it with three people with expertise in those areas: the Vice-President, Gregory Fusco, is

34 years old, while the Director for State Relations is 37, and the Director for Community Affairs is 40 (The New York Sunday Times, 1981). Could it be that the president at Columbia views retrenchment as a creative challenge? Also, what a marvellous challenge to some young and ambitious individuals for professional career development and growth!

My rationale for inserting this development at Columbia U. is to remind presidents of the danger that some, upon encountering turbulent and threatening environments, will instead react by pulling in the reins. Rather than facing the perceived risks inherent in delegation and "loose" (that is, organic) structure, they might resort to a "mechanistic" (that is, rigid) structure in order to gain a sense of control over the situation (Bourgeois, et al., 1978). Organizational structures can then become prisons rather than platforms for change, platforms for renewal. The function of leadership must be to play a mediating role between the environment and the organization.

Several times already, we have noted that adaptability to changes in the environment outside the institution itself is becoming the key factor in ensuring the survival of the universities in the '80s. However, just as Chandler's notion of "structure follows strategy" has been challenged, so is the conventional view of planning being criticized by Jantsch (1979):

> . . . A conventional view of planning tries to align the lower levels to a top level structure of values, cultural images and institutions, or corporate objectives which are assumed to be given and fixed forever. Governments are supposed to preserve a particular constitution, churches a particular religion, and academia a particular model of science. Equilibrium and permanence--in other words, death--are ascribed to the top levels, whereas innovation is relegated to the lower levels of technology and resource utilization . . . .

However, if we understand planning to be an evolutionary act--as an act of life--then this view ought to be reversed. Life is the continuous transformation of novelty into confirmation--a process which can only be maintained by keeping open to the inflow of novelty. This description by Jantsch (1979) is in fact an alternate description of the principle of dissipative self-organization in non-equilibrium structures put forth by Prigogine and discussed earlier in this paper. An appropriate example in our context of Prigogine's principle of "order through fluctuation" is given by Jantsch in the following excerpt from his book (Jantsch, 1975):

> . . . As a second example, I imagine an office in government or business which operates in a dull, bureaucratic spirit, which is the same as saying it operates in a state of high entropy. Into this office breaks a newcomer, a bright and ambitious young man, straight from the university where he has toyed with many ideas he now wants to test in real life. If the office is an equilibrium system, with everybody sharing the wish to operate in a minimal way and to resist change, the young man will be recognized as an intruder and become encapsulated, or transferred at the first occasion. If, however, the situation is of a sufficiently nonequilibrium character, with tensions and dissatisfactions smoldering under the surface, the arrival of the young man may easily trigger a jump to a new and more ambitious form of life and work in the office. After an initial exciting period of innovative ideas and the formation of synergistic links among people, things may settle down again to a new, increasingly dull routine--until the next intruder arrives . . . .

(Some cynics have been known to call the president an "intruder"...)

Life, then, is a process giving rise to temporary non-equilibrium structures which evolve. Evolution proceeds by keeping the top levels open to novelty. Open planning, therefore, is never a purely rational process.

Viewed in this context, planning in an evolutionary spirit does not result in the reduction of uncertainty and complexity, but in their increase.

Thus newly appointed presidents and senior administrators set on restructuring their institution must not be tempted to "pull in the reins" as stated before, but should strive to "open upward" the top management, in Jantsch's sense, in order to permit the occurrence of novelty.

The organization chart, in my view, becomes the symbolic manifestation of the outcome of the "evolution-revolution-evolution-revolution-. . ." cycle. For a brief moment, the chart captures the mission philosophy of that university until the ever-present fluctuations slowly begin to modify its structural configuration. A beautiful example of a chart, or an organigramme, if you will (and one of my most satisfying moments in this project when I received it), is that produced by UQAM. (Write for a copy because words are not sufficient to describe it--you must see it!)

Minor changes that take place in personnel flows can be documented onto the newly drawn chart. After four or five years, the updated chart becomes a living representation of the changes that occurred but without having allowed for a major rethinking of the structural re-arrangement that may be required. The president at this point is quite happy to let his successor make the necessary redesign. Consequently, the "revolutionary" organizational change and the arrival of a new president must not always be viewed as directly related, much as they seem to be,because the "revolution" would have come anyway.

THE REVOLUTION IN COMMUNICATIONS TECHNOLOGY AND THE REALITY OF THE 'TÉLÉMATIQUE'

Throughout this paper I have dwelt on the "evolution-revolution" cycle that permeates organizational metamorphosis. It is only natural, then, that I take a few minutes to underline the necessity to incorporate into organizational design the impact of another revolution--truly, a meta-revolution--the communications revolution.

Not taking into account the transformational nature of communication and information networks will see the university community confronted with organizational structures for their institutions that are "disarticulated" from the realities of the 1980s--in the sense that the various parts do not fit together effectively, although many of the individual parts are adequate and even highly effective.

Tricker (1977) notes that information system and organization structure are inter-dependent, each able to go its own way in terms of configuration and degrees of centralization, but inextricably woven together, the one directly influencing and changing the other (p. 220). There is no inconsistency, then, in having relatively decentralized organization structures with heavily centralized information systems.

Because of the magnitude of the issue of information, power, and organizational structure, I am not able in this paper to provide specific design implications. Together with you, I am looking forward to hearing tomorrow's plenary session presentation by Mr. H. J. Stollery,

Vice-President, Business Systems at Xerox Canada Inc., speaking on "Facing Reality About the Automated Office." But while you are undergoing "reality" shock, I will bring to your attention some developments of interest.

In 1979, the Maritime Provinces Higher Education Commission expressed its concern in a document "Issues for the Eighties" that the rapid evolution of the "new technology" may give little warning of the effect of telecommunications on higher education. The MPHE Commission then sponsored a Colloquium, organized by J. J. MacDonald (1981), on the theme of "Telematics and Higher Education." Dr. MacDonald suggests that the word 'Télématique' is meant to portray the convergence and interaction of the 'new electronic technology' and the 'information society.' Further, J. J. believes that,

> . . . with the feasibility of the "invisible college" existing, University professors have not yet realized that there is "another university" already existing in the business and industrial world. There are an amazing number of students now enrolled in technical upgrading, professional development, and really many other types of education occurring "out there" . . .
>
> (personal communication)

Besides the "other university" out there, the concept of the traditional university is being revolutionized by the availability of all the technologies. Boyd's vision of the "transparent university" (1973, 1975) is now a reality. A transparent university, according to Boyd, is one where the research, criticism, and creative scholarly work of the institution is rendered "browse-able" and accessible to everyone within the institution, and out in society at large, via a computer-communications library system (1975, p. 25).

Every day we hear of Telidon trials, distributed technology (will offices of institutional research become redundant functions?), administrative computing, the executive work station, 'electronic' passages (Tracz, 1980), the Network Nation, and so on. We used to read about "sit-ins" in the President's Office. Now, we read that the president's office is "wired" into an electronic mail system (Chronicle of Higher Education, 1980). Indeed, the Director of Stanford University's Centre for Information Technology predicts that, by 1985, computer terminals will be as pervasive as telephones at his campus. You might be interested to know that the University of Michigan has begun a three-year project aimed at developing a university-wide electronic network to handle a variety of wordprocessing chores. (A Stanford U. study recently estimated that the university now spends more than $35 million a year for typing, filing, and retrieving textual material.) It is obvious that the ability of telephone-linked computers to replace paper-based communications is going to have a major impact on many campuses. I believe that the University of Guelph is considering setting-up an electronic mail system. CAUBO, too, would find a computerized conferencing system most advantageous.

Despite the potential benefits of computer-telecommunications technology, many barriers still exist. One of the biggest obstacles is the inability of top management to truly understand the complexities of applying automated systems to meet strategic and operational goals. Some critic suggested that many managers would rather live with a problem than accept a solution they cannot understand.

THE NEW YORK TIMES, SUNDAY, JUNE 29, 1980

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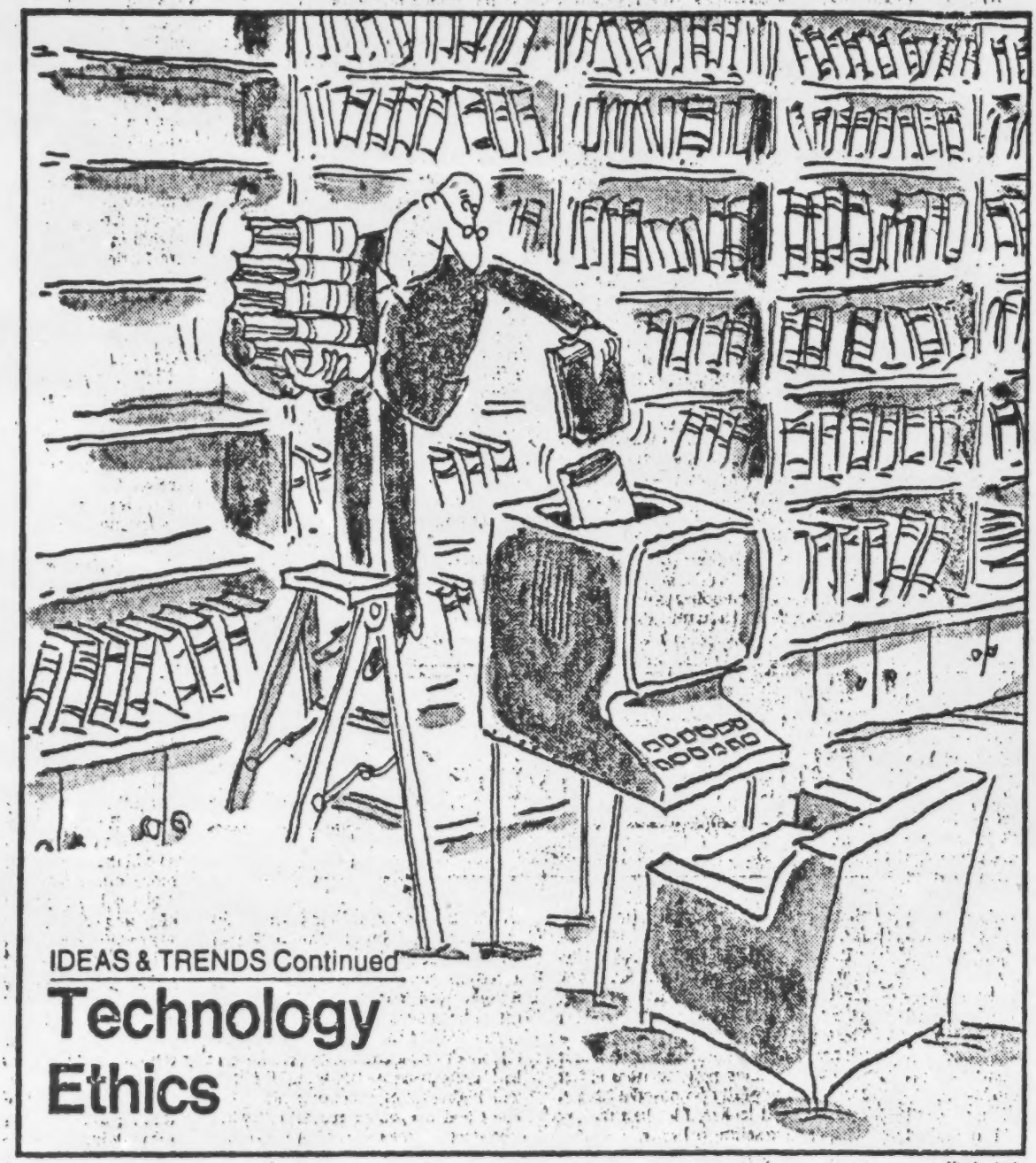

IDEAS & TRENDS Continued

Technology Ethics

Nicula . Asciu

Yet, the administrator must be a catalyst--a manager of change--in the sense of Jantsch, and his responsibility must include the "opening upward" of the organization and the encouraging of such novelties to turn into confirmations.

I, for one, hope that the university administrator attempts to meet that responsibility in the '80s.

CONCLUDING REMARKS

I have attempted to provide a comprehensive overview of Canadian University Vice-Presidential Structures as they have evolved over the past five years. The dynamics of structural change were interpreted through a framework of an evolution-revolution cycle with the reminder for presidents to take extra care when setting up their metamanagement structure for the 1980s. The vice-presidential team should be designed to handle the variety of proliferating conditions during the environmental eighties, including the transformative aspects of the revolution in communications technology and the reality of the "télématique". Senior administrators must attempt to turn novelty into confirmation and to maintain a balance between leadership and management. All this within the annually shrinking budget!

In a companion paper, Who's On Second, I turn my attention to the specific examination of alternative organizational structures for the 27 largest universities in Canada.

Issues such as term appointments for senior administrators and organizational configurations such as matrix structures, to mention just a couple of examples, are left for another paper in the near future.

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APPENDIX A

Chief Officers' Salaries (Median; in C $)[1]
For 1980-81 in U.S. Universities

Chief Executive of a System	76,700
Chief Health-Professions Officer	76,600
Chief Executive of a Single Institution	69,000
Executive Vice-President	58,400
Chief Academic Officer	58,200
Chief Business Officer	53,400
Chief Planning & Budget Officer	51,400
Chief Development & Public Relations Officer	47,500
Chief Planning Officer	47,200
Chief Student Affairs Officer	46,000
Chief Development Officer	45,000
Chief Budgeting Officer	40,400
Chief Public Relations Officer	40,100

[1]Salaries listed are in Canadian dollars, based on a U.S. exchange rate of 18%.

SOURCE: Chronicle of Higher Education, March 23, 1981

APPENDIX B

Administrative Directors' Salaries (Median; in C $)[1]
For 1980-81 in U.S. Universities

Director, Student Health Services	50,350
Director, Legal Services	44,500
Director, Library Services	42,100
Director, Information Systems	41,900
Director, Athletics	40,900
Director, Admissionsand Financial Aid	39,600
Director, Computer Services	39,500
Director, Housing and Food Services	39,300
Director, Physical Plant	38,900
Director, Auxiliary Services	38,200
Director, Development & Alumni Affairs	37,300
Director, Institutional Research	37,200
Director, Personnel & Human Services	36,600
Director, Learning Resources Centre	36,100
Director, Admissions	34,200
Director, Student Counselling	33,000
Director, Special & Deferred Gifts	33,000
Director, Internal Audit	32,200
Director, Affirmative Action/Equal Employment	32,100

[1]Salaries listed are in Canadian dollars, based on a U.S. exchange rate of 18%.

SOURCE: Chronicle of Higher Education, March 23, 1981.

APPENDIX B: (Continued)

Director, Community Services	31,900
Director, Information Office	31,700
Director, Food Services	30,900
Director, Educational Media Services	30,400
Director, Student Financial Aid	30,300
Director, Student Placement	29,100
Director, Employee Training	28,600
Director, Campus Security	28,300
Director, Church Relations	27,700
Director, Student Housing	27,600
Director, News Bureau	27,200
Director, Bookstore	26,900
Director, Campus Recreation	26,100
Director, Foreign Students	25,600
Comptroller	40,000
Administrator, Grants & Contracts	36,000
Registrar	33,600
Bursar	27,400

...And I was counting on using this guide until I realized the words "organizational structure" were missing...

Letters/Lettres

A guide to preparing speeches on higher education

Having read through some end-of-the-academic-year statements and other utterances from leaders in higher education I am much impressed by the similarity between their analyses of the current state of the universities and the problems which they face. Many of them, in fact, said exactly the same thing—at least to me. I made an attempt, therefore, to find the common denominator in the messages, thinking that it could be useful to others who had to explain the state of their university, grants commission, board of governors, ministry of education, senate, or whatever, to similar audiences.

It was easy. As I examined the published speeches from the least few months I found they could all be reduced to a common core of a couple dozen words. Even the sequence of the words and the concepts they convey follow a similar pattern. The only thing which separates the key words are brief phrases referring to the name of the institution, city, province, faculty, etc. What separates the sentences and paragraphs are references to local or provincial events, anecdotes, announcements of new programs or appointments, failed experiments, etc. Rather than have it copyrighted I reproduce it here for the use of any minister, deputy minister, chairman, president, vice-president, provost, or dean who finds on short notice that he must throw together a speech on what is happening in his sphere of responsibility. For ease in preparation I have capitalized all the common denominator words. All one must do is stick a few words, quotations, or statistics between each to satisfy local conditions, add a bit of punctuation, and wait for the audience to applaud.

SUBSUMED under the ARCHAIC MODEL of ACADEMIA is a CORPUS of RUDIMENTARY FORMULAE by which we ENDEAVOR to ASSERT by means of a PARADOXICAL ARRAY of FIXED BELIEFS the ARTICULATION of RESPONSES INDICATIVE of COLLEGIAL DIRECTIONALITY and to FOCUS INADEQUATE RESOURCES of a DISPARATE PEER GROUP on a BURGEONING SPECTRUM of VEXATIOUS STRATEGIES for POSTSECONDARY EDUCATION ADVANCED as PRIORITY MODELS for the MAINSTAY of the COMMUNITY'S COGNITIVE BEHAVIOR.

SEGMENTS of the SOCIAL LANDSCAPE are MERGING into COMPLEX PATTERNS of ROLE DIFFERENTIATION causing SCRUTINY of DEMOGRAPHIC FORCES which THREATEN the FLEXIBILITY of our ENDEAVOURS and our BUFFERS and which have RAMIFICATIONS for a SPECTRUM of OPTIONS which could OTHERWISE ENHANCE EXCELLENCE. A MORATORIUM on the ENUNCIATION of STRINGENCY MEASURES which would cause ATTRITION to LAG BEHIND ASSESSMENT is PARAMOUNT.

The PAUCITY of FORMATIVE PARADIGMS FOSTERS the ASCENDENCY of UNIQUE DIDACTIC LEVERAGE MECHANISMS through TRANSMISSION of SPORADIC DISCOURSES as AVENUES of EXPLORATION to meet these CHALLENGES.

PRACTITIONERS of HIGHER EDUCATION PROFFER a MOOT INVENTORY of OPTIMALLY MANAGEABLE PURSUITS as their CONCEPTION of TRANSCENDING and ENDURING PROCESSES which are SANCTIONED to CONFINE in a SIGNIFICANTLY DIVERSE ENTERPRISE CLIMATE, and thereby to ISOLATE, the DIMENSIONS of REQUISITE SOCIETAL PHENOMENA which are CONCEIVED as ANOMALIES INFRINGING in INCREMENTAL STEPS on JUDGEMENTAL PERSPECTIVES and as CHALLENGING MATURATIONALLY BALANCED PARAMETERS.

The RIPPLE EFFECT of ISOLATING these ANOMALIES, ALBEIT no PANACEA to meet POTENTIAL DEFICIENCIES which are INTENSIFIED in a TURBULENT ENVIRONMENT, is of SIGNAL IMPORTANCE to the PLASTICITY of modern ACADEMIA.

D.J. Lawless
Vice-president (academic)
University of Manitoba